Approved For Release 2009/09/21 : CIA-RDP87M00539R002203660002-8



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EXECUTIVE SECRETARIAT **ROUTING SLIP** INITIAL **INFO** DATE **ACTION** TO: 1 DCI 2 DDCI 3 EXDIR 4 D/ICS 5 DDI 6 DDA X 7 DDO 8 DDS&T 9 Chm/NIC 10 GC IG 11 12 Compt 13 D/Pers 14 D/OLL 15 D/PAO 16 SA/IA 17 AO/DCI 18 C/IPD/OIS 19 NIO 20 21 3 May 85 SUSPENSE Date Remarks Executive Secretary 26 Mar 85 3637 (10-81)

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THE UNDER SECRETARY OF LABOR WASHINGTON, D. C. 20210

MAR 2 2 1985

Honorable William J. Casey Director Central Intelligence Agency Washington, D.C. 20505

Dear Mr. Casey:

The submission of an agency's annual report for 1984 on their occupational safety and health program is required by Section 19 of the Occupational Safety and Health Act of 1970, Executive Order 12196, and 29 CFR Part 1960.74.

Guidelines specifying the information to be used in your Fiscal Year (FY) 1984 annual report are enclosed. The same guidelines should also be used in preparing your report for FY 1985. The reporting requirements, changed by Federal Register Notice on January 25, 1984, state that the agencies' annual reports will be sent to the Secretary of Labor by January 1 following the end of the fiscal year. However, to adjust from the calendar year to fiscal year reporting, the deadline for the FY 1984 report is extended to May 3, 1985.

The information provided will serve as the basis for the preparation of a report to the President on Federal safety and health programs. It will also provide us with information that may prove helpful in determining the progress and problems that rederal agencies encounter in implementing their occupational safety and health programs.

If additional information or assistance is desired in completing your annual report, please have a member of your staff contact Mr. John E. Plummer, Director, Office of Federal Agency Programs, Occupational Safety and Health Administration, at 523-9329.

Sincerely,

Ford B. Ford

Enclosures

DC; EXEC FEB

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ENCLOSURE 1

Guidelines for Agency Annual Occupational Safety and Health Program Report

FISCAL YEAR 1984

!Wame of Agency		 	
Address			·
Number of employees covered by this report			
Name of individual respons for the occupational safet health program of the agen- component covered by this	y and Cy or		Ð
Telephone number of th	is individual		
Title of this individu	al		

Each agency shall:

- 1. (a) Use agency injury/illness data to display the annual statistics for fatalities and lost time disabilities for the report year and, if possible, compare these fatalities and disabilities with similar statistics for the previous three (3) year period.* Data based on agency claims submitted to Office of Workers' Compensation Programs (OWCP) is preferred, but internal accident or incident reporting data Federal Accident Reporting System (FARS) is acceptable, if OWCP data is not available to the agency. The data should be displayed in charts or tables so that changes can be easily seen or demonstrated.
 - (b) Use agency data to display the most recent OWCP chargeback and continuation of pay costs and, if possible, compare these costs with similar statistics for the previous three (3) year period.* The data should be displayed in charts or tables so that changes can be easily seen or demonstrated.
 - (c) Use agency accident or incident reporting system or supplemental reports to the Occupational Safety and Health Administration (OSHA) logs or the OWCP reports for details which will help explain any significant trends and major causes or sources of fatalities and lost time disabilities which occurred last year(s).
- 2. Describe safety and occupational health program accomplishments and initiatives implemented last year to control the trends and major causes, or sources of fatalities, and lost time disabilities in your agency and to improve your agency's overall safety and occupational health programs. Discuss your successes and/or failures as a result of your agency's implementation of these initiatives. Explain any significant onetime or additional permanent resources allocated to the safety and occupational health program last year for areas such as: workplace tazard abatement, research and development, data systems, staffing, training, etc. Attach a copy of any significant safety and occupational health policy, or proclamation related to those initiatives.

In describing your accomplishments and initiatives, please try to explain your agency's efforts in the following areas:

- Accomplishments for assuring that workers, supervisors, and committee members received appropriate job health and safety awareness and hazard recognition information and training.
- Accomplishments for assessing the effectiveness of your safety and occupational health programs.
- * For the 1984 Annual Report only, this will be a two year period, Calendar Year (CY) 1983 and FY 1984. Enclosure 2, Sections II and III provide the OWCP data necessary to make the required comparisons.

- Accomplishments in the identification, assessment and resolution of safety and health problems, including your agency's system of (a) providing recognition to outstanding achievers and (b) establishing accountability and performance standards for managers, supervisors and employees.
- Unique or significant accomplishments that your agency made last year to enhance employee participation, involvement and consultation in the safety and occupational health program (OSH).
- 3. Identify your annual occupational safety and health plans, goals and objectives, and significant OSH initiatives planned and programmed for the coming year(s).
- 4. Provide comments, requests and recommendations for consideration by OSHA's Office of Federal Agency Programs (OFAP) in governmentwide occupational safety and health programs or report any items of special interest concerning occupational safety and health activities, or programs. (Optional)

It is suggested that the report be in executive summary format and be limited to ten pages exclusive of attachments.

ENCLOSURE 2

SPECIAL STATISTICAL GUIDELINES FOR FY 1984

I. First, the Occupational Safety and Health Administration (OSHA) suggests that you review the following report on your agency's response to the President's fiscal year (FY) 1984 goal for a 3% reduction in workers' compensation claims:

REPORT ON THE PRESIDENT'S 3% WORKERS' COMPENSATION CLAIM REDUCTION SOAL - FY 1984

CENTRAL INTELLIGENCE AGENCY TOTALS

Fiscal 1984>	OCT N	DV DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AU6	SEP
OWCP Table #2 Report>	2	9	5 8	3	24	4	16	6	10	 8	******* 7
Total Claims To Date>	2	11 1	6 24	27	51	55	71	77	87	95	102
3% Goal To Date>			45	57	. 68	. 79	91	102	113	125	136
Meets Goal? Yes/No>		YES YE			YES	YES	YES	YES	YES	YES	YES
Percent Over/Under Goal-> : OWCP's FY 1984 Annualized !											-25.07
Number Claims Over/Under Co	uaulative	Monthly	intal							EVEN	102
Number Claims Over/Under C Final Fiscal Year Goal Stat	us							H	FETS GOA	17 EVEN	YEŠ
Percent Over/Under Annual (Goal									UNDER	-25.0%
Percent Over/Under CY 1982	Base of 1	40 Claims	Reporte	1						UNDER	-27.1%
FY 1985 Goal = 0.94 X CY 19	782 Base \	/ear Claim	15 =								132

Data Source: Office of Workers' Compensation Programs, Department of Labor Prepared By: Occupational Safety and Health Administration (OSHA) - February 15, 1985

NOTE: Slight differences between agency monthly OMCP Table #2 data and data shown may be due to a difference in computer run dates for the agency's and OSHA's data.

II. Second, OSHA suggests that you use the following OWCP case data: to calculate case rates for calendar year (CY) 1983:

Total Case Rate = (106)Cases X (200,000)Hours = 100 Employees ()Hours Worked

Lost Time Case Rate = (73) Cases X (200,000) Hours = 100 Employees (73) Lases X (200,000) Hours Worked

Fatal Cases = 0

III. Third, OSHA suggests that you use the following OWCP case data: to calculate case rates for fiscal year (FY) 1984:

Total Case Rate = (102)Cases X (200,000)Hours = 100 Employees ()Hours Worked

Lost Time Case Rate = (87)Cases X (200,000)Hours = 100 Employees ()Hours Worked

Fatal Cases = 0

IV. Fourth, OSHA does not expect you to report case rates, number of employees, or hours worked in your annual report.

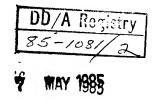
¹ The CY 1983 case data was supplied by OWCP in a report to OSHA in February 1984. The FY 1984 case data was supplied by OWCP in an annualized Table #2 Summary published October 9, 1984.



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Central Intelligence Agency





The Honorable Ford B. Ford The Under Secretary of Labor Washington, D.C. 20210

Dear Mr. Ford:

Transmitted herewith is the Central Intelligence Agency's Annual Occupational Safety and Health Report for Fiscal Year 1984. The report was prepared in consonance with the guidelines provided by your office and in accordance with provisions of the Occupational Safety and Health Act (OSHAct), Executive Order 12196 (EO 12196) and Title 29, Code of Federal Regulations, Part 1960 (29 CFR 1960).

Efforts were continued toward strengthening the Occupational Safety and Health Program as reflected in paragraph 2 of the report. Significant improvements included the employment of a health physicist and a fire protection engineer in the Safety Division. Also, the safety and health budget was increased to provide funds for the immediate implementation of recommendations concerning fire, safety, and health hazards.

The major shortfall continues to be the requirement in 29 CFR 1960 for an annual survey of each facility. Several actions are being taken to strengthen this area during FY 85. An additional fire protection engineer was hired in March 1985 and in April 1985, a safety specialist was assigned full time to a major component. Each professional in the Safety Division, i.e., fire protection engineer, health physicist, industrial hygienist, and safety specialist will be cross trained so that each can conduct the full range of fire, safety, and health surveys. Further, Office of Medical

The Honorable Ford B. Ford

Services personnel who travel overseas will attend the five-day Basic Safety and Health Course presented by Safety Division personnel and will be trained to conduct noise and illumination surveys. They will then be provided the necessary test equipment and conduct noise and illumination surveys at the facilities they visit.

Please be assured that we have a sincere interest in providing our employees with work environments that are free of fire, safety and health hazards, and will continue toward full compliance with the OSHAct, EO 12196 and 29 CFR 1960.

Sincerely,

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Harry E. Fitzwater Deputy Director for Administration

Enclosure

SUBJECT: Annual Occupational Safety and Health Report

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SD/OMS: bf(1 May 1985)

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RETYPED: O/DDA/rj (for DDA signature) 7 May 1985

AGENCY ANNUAL REPORT Occupational Safety and Health Program

Fiscal Year 1984

Name of Agency	Central Intelligence Agency
Name of Component _	
Address	Washington, D.C. 20505
Number of employees covered by this report	Covers the entire Central Intelligence Agency. The number of employees is classified.
Name of individual responsible for the occupational safety and health program of the agency	Harry E. Fitzwater
Telephone number of thi	s individual
Title of this individua	1 Deputy Director for Administration

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1. Central Intelligence Agency Injury/Illness Data

- a. The Central Intelligence Agency has an internal accident/illness reporting form and implementing regulations that require the form to be completed and forwarded to the Safety Division for each occupational injury and illness. The Safety Division also receives a copy of each CA-1 form (Federal Employee's Notice of Traumatic Injury and Claim for Continuation of Pay/Compensation) to ensure each incident is recorded. Statistical data for calendar and fiscal year is not compiled until thirty days after the end of the year to allow for receipt of reports from the field. Attachment 1 reflects the occupational fatalities/lost time disabilities and leave costs incurred by CIA employees during CY 1983 and FY 1984.
- b. In 1961, an agreement was reached between the Department of Labor and the Central Intelligence Agency that, for reasons of security, no billing will be made for compensation cost involving cases originating in the Central Intelligence Agency. The reasons for that agreement are equally valid today. However, costs of leave taken as a result of occupational injuries and illnesses are computed by the Safety Division and as suggested, are compared for CY 1983 and FY 1984 on Attachment 1.
- c. Analysis of the lost workday occupational injuries and illnesses incurred by CIA employees during CY 1983 and FY 1984 reveal that the major causes of the injuries are slips and falls. Attachment 2 reflects the types and numbers of lost workday occupational injuries and illnesses incurred during CY 1983 and FY 1984. There is an increase of thirteen injuries, five of which were the result of slips and falls. Special emphasis is continually placed upon correcting and preventing causes of these injuries through inspections and contacts with appropriate officials concerning basic procedures for caring for noncarpeted surfaces as well as overall conditions of walking areas, both inside and outside of buildings.
- Major Accomplishments and Initiatives of Occupational Safety and Health Program During FY 1984
- a. Safety and health surveys and inspections were used as the primary means of preventing accidents, fires, and occupational related injuries and illnesses. Forty-two (42) comprehensive surveys were conducted by Safety Division professionals. These involved

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facilities. An additional 189 special inspections were also conducted as the result of accidents, employees' complaints, and suggestions. Ten employees of a major component who devote 50 percent of their time to safety related matters conducted 156 safety inspections. There were an additional 154 cursory safety inspections conducted by security officers

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These individuals have attended the 5-day basic safety and health course conducted by the Safety Division. Fire inspectors at two major facilities conducted quarterly fire and safety inspections.

- b. The Agency's Safety and Health Program was considerably strengthened through the employment of a health physicist and additional fire protection engineer.
- c. An Employee Activities Program was established and staffed with one full-time and one part-time employee. The program provides assistance to employees and families with a wide range of personal problems, e.g., marital, child related, spouse and child abuse, aging parents, single living, financial, eating disorders, and work related problems.
- d. A new program was established in the Office of Medical Services (OMS) to provide Advanced Cardiac Life Support certification for OMS medical personnel. This initially utilized external experts to develop an internal OMS teaching staff from existing OMS staff members. One class was held with a combination of external/internal staff in FY 84. This program has and will enhance OMS' staffs medical knowledge and skills to improve the office medical response to workplace cardiovascular emergencies.
- e. Training in all aspects of employees' safety and health on the job was continued at an accelerated pace. Professionals of the Safety Division received 1035 hours of training, of which 478 hours were during non-work hours. In addition to on-the-job training and the briefing of each new employee, safety and health courses and briefings were presented to 6130 employees and dependents. Subjects included:
 - (1) Basic Safety and Health
 - (2) Cardiopulmonary Resuscitation (CPR)
 - (3) First Aid

- (4) Alcohol Awareness
- (5) Supervisory Orientation
- (6) Hazardous Cargo
- (7) Forklift Operation
- (8) Women's Safety
- (9) Fire and Electrical Safety
- (10) Warehouse Operations
- (11) Radiation Safety
- (12) Portable Fire Extinguisher Use
- (13) Basic Safety and Health for Hearing Impaired Employees
- (14) Safety Orientation for Overseas Assignees
- f. Four Safety and Health Notices were published covering the following topics:
 - Prohibition on the Use of Certain Electronic Equipment - Walkman-Type Radios and Cassette Players in work areas.
 - (2) Potential Fire Hazard Terminal Data Corporation Acoustical Hoods.
 - (3) Falls Cause Injuries.
 - (4) Poison Prevention.
- g. A computer based Diagnoses Program was instituted and phase one was completed. This established the recording of physicians' diagnoses on employees at the completion of their physical evaluations. A computer data base has been established of these results. This is another parameter by which the OMS staff can continue in its efforts to identify any health problems that may be work related.

- h. Continued assistance was provided in Video Display Terminal (VDT) design and implementation, as well as evaluation of existing VDT stations and provision of recommendations for ways of improvement.
- i. The "Office of Medical Services Newsletter" was re-instituted. Two quarterly issues were published covering a wide range of current safety and health topics.
- j. The OMS Hypertension Clinic monitored blood pressures for employees each month.
- k. A Patterns of Illness Study was continued and will serve as a record of Morbidity and Mortality among Agency employees from which various statistical evaluations can be made.
- 1. An OMS Health Fair was held in the Headquarters Building in conjunction with the American Cancer Society, the American Lung Association, and the American Heart Association.
- m. The Agency's Safety and Health program was evaluated through preparation and review of various reports concerning the program. A comprehensive annual Accident Analysis Report was prepared for the Director of Central Intelligence and members of the CIA Safety and Health Committee. The 26-page report covered detailed analysis of the accidents, including: Causes (25), types (first aid, lost time, fatality, nonfatal), days lost, days restricted, age groups of injured employees, geographical areas of occurrence

occurrence by each CY quarter, and breakdown by major components. The Deputy Director for Administration, who is the CIA'a designated Safety and Health Official, reviewed and signed the annual comprehensive report to the Secretary of Labor. Comprehensive reports covering the safety programs of seven major components were also submitted to the Safety Division.

- n. A major Agency component located overseas instituted a Safe Driving Incentive Award Program for foreign national drivers.
- o. The Safety Division initiated a comprehensive Asbestos Identification and Abatement Program in a continuing effort to provide Agency personnel with a safe and healthful work

STAT STAT environment. Major aspects of the program are the identification and analysis of samples of suspected asbestos, and the monitoring of all asbestos abatement contractors to ensure compliance with applicable Federal, State, and local Standards, and adherance to prevailing professional practices.

- p. A series of personal safety and self defense courses were presented to personnel and their dependents, destined for overseas assignment.
- q. Safety Division personnel participated in a three-day Directorate of Administration Career Awareness Program at the Headquarters Building. The program provided a realistic look at careers as they exist in the Safety Division as well as the Directorate of Administration. (Attachment 3)
- r. The Printing and Photography Division, Office of Logistics, converted one vacated pay telephone booth area, to a Safety Awareness booth, complete with a shelving unit for displaying safety literature, a glass display case for posters, and a fluorescent light fixture to provide special illumination. (Attachment 4)
- s. The overseas safety enhancement program continued at an accelerated pace. Its goals are to ensure safety and health recommendations are implemented as soon as possible and also to ensure employees have emergency breathing and descent devices, and that each residence is equipped with smoke detectors, fire extinguishers, first aid kits, and emergency escape devices. The Safety Budget was increased to provide these services.
- t. Agency regulations hold managers, supervisors, and employees accountable for the safety and health conditions and practices within their areas of control.
- u. A total of 40,700 pieces of safety literature, 31 different kinds, were distributed to employees. Attachment 5 reflects a typical Safety bulletin board installed in buildings occupied by CIA employees.
- v. Close coordination has been maintained with officials of the Environmental Protection Agency and the Virginia Air Pollution Control Board regarding chemical waste disposal in the sewer system, procedures for disposal of hazardous wastes and materials, and disposal of trash via incinerator and Somat systems.

3. Occupational Safety and Health Plans, Goals, Objectives and Significant Initiatives for FY 1985

- a. Employ another fire protection engineer.
- b. Initiate a program whereby Regional Medical Officers overseas will be trained to conduct illumination and noise surveys.
- c. Increase worldwide safety and health surveys and inspections.
- d. Continue the overseas safety enhancement program which was initiated in 1983.
- e. Establish a safety officer rotational position in each of two major components.
- f. Continue the asbestos inspection and removal program. This program includes the inspection of areas suspected of containing asbestos, sampling of suspect material, and removal by a certified contractor where removal is considered necessary.
- g. Establish a mammography screening program. Planning and initial work was carried on for this project, but it was not implemented in FY 1984 due to a shortage of personnel and diversion of resources to a higher priority program.
- h. Prepare and publish a Fire Protection Engineering Manual which will provide criteria documents for Agency buildings and include building construction, fire protection, and special fire protection systems.
- i. Establish a Radiation Safety Program. The health physicist recently employed by Safety Division will formulate this program.

4. Comments for Consideration by OSHA's Office of Federal Agency Programs

The Safety Division receives a copy of the NEWS published by the Office of Information, U. S. Department of Labor and subscribes to the Bureau of National Affairs (BNA), Occupational Safety and Health Reporter. These publications are very useful to our safety and health professionals and are used for keeping them abreast of current and proposed legislative matters.

Attachment 1

OCCUPATIONAL INJURIES/ILLNESSES

FATALITIES

Years	0	1	2	3	4	TOTALS
CY 1983						11
FY 1984						1

LOST TIME DISABILITIES

Years	1	20	40	60	80	100	120	140	160	TOTALS
<u>rears</u>										145
CY 1983										
FY 1984	į									158

LEAVE COSTS

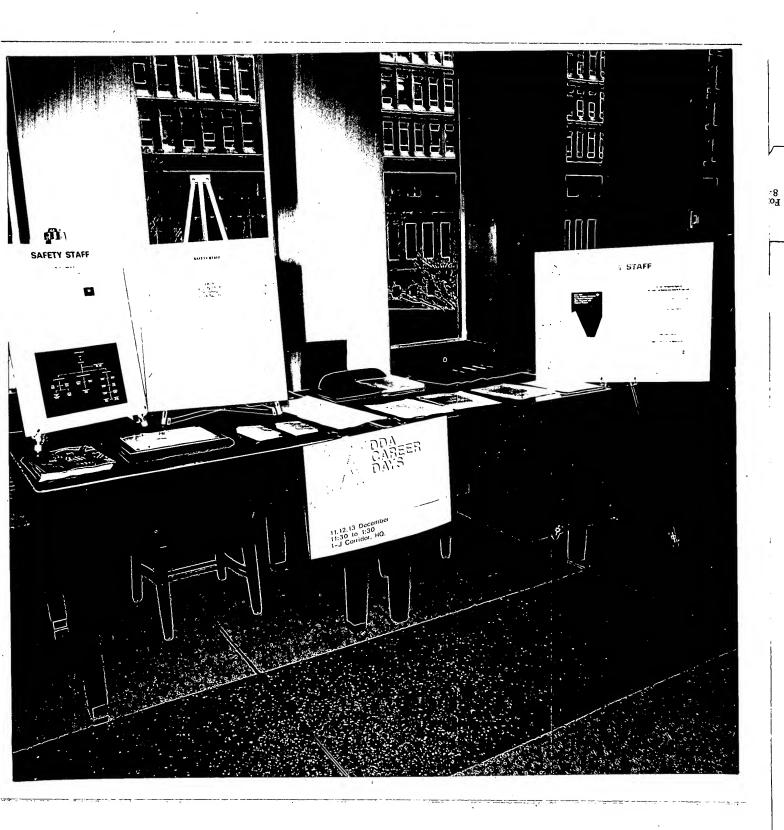
W			The	ousands	of Dol	lars			TOTALS
Years	0	20	40	60	80	100	120	180	
CY 1983									\$118,862.05
CI 1903									\$165,098.75
FY 1984									

Attachment 2

OCCUPATIONAL INJURIES AND ILLNESSES

LOST WORKDAY CASES

CAUSE	CY 1983	FY 1984
Aircraft		
Watercraft		
Motor vehicle (collision)	9	12
Motor vehicle (noncollision)		1
Office - Involving:		
Safes & vaults		1
Falling supplies		
and equipment	4	2
Handling supplies	1	
Handling equipment	4	5
Striking against		
equipment	6	7
Miscellaneous	1	2
Fire		
Electrical	1	
Dust, gas, chemical	1	_
Slips and falls:		
Stairways, steps	9、	3、
Sidewalks, walkways, curbs	6	12
Floors, hallways	25	23
Floors, hallways Roads, parking lots	8 58	9 > 63
Ladders, stools, equipment	10	15
Miscellaneous		1/
Lifting	20	21
Falling & flying objects	6	8
Hand tools	1	
Machinery	4	2
Striking against material		
& equipment (nonoffice)	4	5
Handling material &		
equipment (nonoffice)	19	13
Ordnance	1	
Training		5
Occupational Diseases:		
Gastro-intestinal	2	3
Hepatitis		
Malaria		1
Tuberculosis	1	1
Miscellaneous	<u> </u>	3
Miscellaneous		
MISCELLADEOUS	2	3





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Central Intelligence Agency

Occupational Safety and Health Protection

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Remarks

Executive Secretary
2/13/84

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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR WASHINGTON. D.C.

Executivo	Registry
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FEB 1 0 1984

Honorable William J. Casey Director Central Intelligence Agency Washington, D.C. 20505

Dear Bill:

The submission of the annual report for 1983 on your occupational safety and health program as required by Section 19 of the Occupational Safety and Health Act of 1970, Executive Order 12196, and 29 CFR Part 1960.75, is due by May 1, 1984.

Guidelines specifying the information to be included in the report are enclosed. Once again, the guidelines reduce the amount of data collected from Federal agencies, while still providing us with that needed for the report.

The information provided will serve as the basis for the preparation of a report to the President on Federal safety and health programs. It will also provide us with information that may prove helpful in determining the progress and problems that Federal agencies encounter in implementing their occupational safety and health programs.

If additional information or assistance is desired in completing your annual report, please contact John E. Plummer, Director, Office of Federal Agency Programs, Occupational Safety and Health Administration on (202) 523-9329.

Sincerely,

Raymond J. Donovan

Enclosure



Guidelines for Agency Annual Occupational Safety and Health Program Report

Calendar Year 1983

Name of Agency					·
Name of Companyont				•	
Name of Component		 		•	
Address	·	·····			
Number of employees covered by this report					
		•	•	•	
			·		
Name of individual respons for the occupational safe health program of the age	ty and ncy or .		·	•	
component covered by this Telephone number of the					
Title of this individ					

Each agency shall:

- 1. (a) Use agency injury/illness data to display the annual statistics for fatalities and lost time disabilities for the report year and, if possible, compare these fatalities and disabilities with similar statistics for the previous three (3) year period. Data based on agency claims submitted to Office of Workers' Compensation Programs (OWCP) is preferred, but internal accident or incident reporting data Federal Accident Reporting System (FARS) is acceptable, if OWCP data is not available to the agency. The data should be displayed in charts or tables so that changes can be easily seen or demonstrated.
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- Accomplishments in the identification, assessment and resolution of safety and health problems, including your agency's system of (a) providing recognition to outstanding achievers and (b) establishing accountability and performance standards for managers, supervisors and employees.
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- 3. Identify your annual occupational safety and health plans, goals and objectives, and significant OSH initiatives planned and programmed for the coming year(s).
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It is suggested that the report be in executive summary format and be limited to ten pages exclusive of attachments.

EXECUTIVE SECRETARIAT Routing Slip

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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR WASHINGTON, D.C.



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Honorable William J. Casey Director Central Intelligence Agency Washington, D.C. 20505

Dear Mr. Casey:

The submission of your annual report on your occupational safety and health program as required by Section 19 of the Occupational Safety and Health Act of 1970, Executive Order 12196, and 29 CFR Part 1960.75, is due by April 1, 1983.

Guidelines specifying the information to be included in the report are enclosed. These guidelines are similar to the ones that were issued last year, with a few minor changes. These guidelines have further reduced the information collected from Federal agencies, yet they still provide us with the information we need and will minimize your time to complete the report.

Your report will serve as the basis for preparing my report to the President and Congress on Federal safety and health programs. Your report will also provide us with information that will prove helpful in determining the progress and problems that Federal agencies encounter in implementing their occupational safety and health programs.

If additional information or assistance is desired in completing your annual report, please contact John E. Plummer, Director, Office of Federal Agency Programs, Occupational Safety and Health Administration on (202) 523-6021.

Sincerely,

Raymond J. Donovan

Enclosures

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U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR WASHINGTON, D.C.

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Honorable William J. Casey Director Central Intelligence Agency Washington, D.C. 20505

Dear Mr. Casey:

Last year nearly a billion dollars was charged to Federal agencies for compensating workers injured on the job. President Reagan has announced a major program for the Federal sector. He asked that each agency or Department head take action, in conjunction with the Department of Labor's Occupational Safety and Health Administration (OSHA), to reduce the human suffering and financial losses caused by work-related injuries and illnesses.

Executive Order 12196 requires the Department of Labor to evaluate the occupational safety and health programs of large or hazardous Federal agencies and submit reports to agency heads and the President. Agencies are selected for evaluation based on their employment size and their occupational injury and illness statistics. Enclosed for your information is a description of the Department of Labor's evaluation procedures and criteria.

For additional information about Department of Labor evaluations or OSHA assistance in supporting the President's initiative, please contact John E. Plummer, Director, Office of Federal Agency Programs, OSHA, U.S. Department of Labor, Room N3613, 200 Constitution Avenue, N.W., Washington, D.C. 20210.

Sincerely,

Raymond J. Donovan

Enclosure

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EVALUATION OF FEDERAL AGENCY OCCUPATIONAL SAFETY AND HEALTH PROGRAMS

U.S. Department of Labor
January 1983

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IV. Appendix

I. INTRODUCTION

Safe and healthful working conditions for Federal employees are mandated by Section 19 of the Occupational Safety and Health Act of 1970. Section 19 requires agency heads to establish "effective and comprehensive" occupational safety and health programs. Executive Order 12196, "Occupational Safety and Health Programs for Federal Employees," obliges the Secretary of Labor to evaluate their effectiveness. Specific requirements for "effective" programs are included in the Department of Labor's (DOL) implementing regulations published in 29 CFR Part 1960, "Basic Program Elements for Federal Employee Occupational Safety and Health Programs." DOL may also conduct special studies of limited areas of agency occupational safety and health programs.

An evaluation is a comprehensive review of all phases of an occupational safety and health program. Unlike an inspection, which examines physical safety and health hazards, an evaluation concentrates on the management process. An evaluation will include: an opening conference, discussions and document reviews, discussions with personnel, and surveys of health and safety conditions. OSHA will also review its own statistical data, inspection reports, and agency abatement actions. A closing conference is held within three months of the opening conference. A written report is forwarded to the agency head within 45 calendar days after the closing conference. The agency head is to comment on the report within 30 days.

The "Basic Program Elements for Federal Employee Occupational Safety and Health Programs," (29 CFR Part 1960) include elements that an effective program should contain. It also requires the Secretary to develop and distribute detailed information on how evaluations are to be conducted. This document has been prepared to fulfill the requirement. Section II describes general DOL expectations for effective programs, including compliance with 29 CFR Part 1960. Section III addresses information the Secretary must provide to agencies about the evaluation process.

II. EXPECTATIONS FOR EFFECTIVE OCCUPATIONAL SAFETY AND HEALTH PROGRAMS

It is recognized that many agencies operate fully developed occupational safety and health programs. This section is intended to reaffirm DOL expectations for such programs, and to serve as a guide for agencies without fully established programs.

Since no workplace is hazard free, Federal agencies need, and are required to have, effective occupational safety and health programs. The emphasis agencies place on various aspects of their programs will vary according to their management policies, size, and working environments. Irrespective of these factors, however, there are certain elements that should be common to all effective programs. These

are the elements that will receive special attention during a DOL evaluation.

A. Top Management Support

To succeed, any program must have the agency head's support. Without it, the program cannot obtain necessary resources, and cannot obtain the necessary cooperation of all levels of line management. There are many ways in which the agency head may demonstrate support for the program. An evaluation will examine at a minimum the following indicators of an agency head's commitment:

- Written documentation outlining program policies and procedures. Documentation is expected to be consistent with 29 CFR Part 1960. It should include assignment of responsibilities and methods for holding personnel accountable. One way to hold personnel accountable would be to include in the managers performance evaluations a measure of their performance in reducing workplace injuries and exposures to toxic substances. Mere development of written documentation is not sufficient, however; everyone should be aware of their contents and where the actual documents (such as OSHA standards) can be reviewed.
- Appointment of a Designated Agency Safety and Health Official (DASHO) with authority to administer the program. Appointment of a DASHO does not relieve the agency head of his responsibility, but it does assure that the program receives top management attention on a day-to-day basis. Where the DASHO is effective, he/she will meet frequently with the agency head, and his/her authority to represent the agency head on occupational safety and health issues will be recognized by line management.
- Personal performance standards. Safety and health objectives should be included in the performance standards of all line managers and first level supervisors.
- Personal participation in the program. Examples are attendance at safety and health committee meetings, references to safety and health in speeches, news articles, etc.
- Resources devoted to the program.

Given the agency head's commitment, the program should follow a program management cycle, consisting of planning, implementation, evaluation, revision of the planning process, etc.

B. Program Planning

Program planning is the process whereby an agency determines how to use its resources most effectively, and sets goals and objectives for doing so. Goal and objective setting should be based on the results of thorough recordkeeping. Injury/illness records are essential, but other sources can also be used, such as evaluations, on-site inspections, accident investigations, employee complaints, medical surveillance, health and safety committees, etc. Before setting objectives, a safety and health program director should be able to answer such questions as:

- What was the injury/illness rate and the most frequent type of injury/illness in each major subunit of the organization? What are the injury/illness trends?
- What is the most serious type of injury/illness? In severity? In dollars?
- What is the most frequent employee complaint? What hazards are most frequently reported, ranked in order of potential injury?
- Which prevention methods should be used for which types of injuries and illnesses?
- Which employees need personal protective equipment? What types of personal protective equipment are needed? How will it be maintained?
- Have potential occupational health hazards been identified? If so, has an effective health hazards surveillance program been instituted?

After these and similar questions are answered, goals and objectives can be set. Although the overall goal will be a reduction of the agency's injury/illness rates, specific intermediate objectives should also be set. They should be clear specific statements of measurable results that are to be accomplished within a specified time period. Examples of intermediate objectives are:

- To conduct an eight-hour hazard recognition course for all first-level supervisors within the next 6 months;
- To identify the most hazardous occupations within the agency within the next 4 months; and
- To set up procedures for developing a complete occupational health program within the next 90 days.

After objectives are specified, priorities can be established. Since resources may not permit equal attention to all problems, agencies are expected to address the "worst" problems first.

C. Program Implementation

Any effective program will be expected to include the following activities:

Participation by employees and their representatives. Participation can take many forms, such as reporting hazards, following safe operating procedures, participation in Field Federal Safety and Health Councils or safety and health committees, etc. It is important that employee participation is encouraged and solicited by the agency. Employees can participate most effectively if the agency informs them about program activities. For example, agencies can provide copies of inspections, evaluations, injury/illness causal data and accident investigation reports to health and safety committees, and employee representatives. In seeking employee participation, however, management should ensure that where employees are covered by exclusive recognition, the rights and obligations of the parties as set forth in 5 USC Chapter 71 (Federal Service Labor Management Relations) are fully observed.

- of personnel are given in Subpart H of 29 CFR Part 1960. It is expected that employees, employee representatives, first-level supervisors, and committee members should be able to recognize unsafe and unhealthful conditions and practices in their workplaces. In addition to initial training, periodic refresher training may be necessary. Additional training will also be needed when new equipment or operations are introduced. Although the amount of knowledge will vary depending on the extent of program responsibility, all personnel should be familiar with the agency program, rights and responsibilities provided by Executive Order 12196, and 29 CFR Part 1960.
- Recordkeeping. Agencies need a system for reporting and recording injuries and illnesses to plan and evaluate their programs, and to keep top management informed. Analysis of injury/illness records should be a major component of any program. Many agencies go beyond the requirements of 29 CFR Part 1960; where they do, their efforts will be commended.
- Inspections and Accident Investigations. Agencies conduct inspections to identify hazards and to assure compliance with policies and operating procedures. Specific OSHA inspection requirements are given in 29 CFR Part 1960, Subpart D. Where supervisors conduct frequent "informal" inspections, their training is especially important. The frequency of inspections will depend upon the potential hazards of the working environment. Formal inspections of agency facilities must be made at least once a year by personnel qualified to recognize and evaluate safety and health hazards. More frequent inspections should be made of high risk environments. Formal inspections can also serve a valuable role as an audit of more frequent informal inspections.

Accident investigations are conducted to determine causal factors in order to prevent similar incidents from occurring. Therefore, a thorough investigation should provide a well documented account of the incident.

Abatement. After an inspection is made, the inspector must issue notices of unsafe and unhealthful conditions, post them, and submit copies to ranagement. Management must develop a plan for abatement. It is recognized that many unsafe and unhealthful conditions can be corrected immediately. However, some occupational hazards may require extensive changes in plant design, and therefore, a longer period to achieve abatement. In addition to assuring that interim personal protection is provided, the agency must provide qualified personnel to develop long-term abatement plans. An abatement plan should place priorities, list the corrective action to be undertaken and indicate

who is responsible for the abatement, and the date by which it will be completed. A copy of the abatement plan must be sent to the certified safety and health committee. If a committee does not exist, the plan must be sent to the representative of employees.

In addition to the program activities listed above, agencies may establish certified labor-management occupational safety and health committees, pursuant to 29 CFR Part 1960.36, to participate in the operation of the safety and health program. Their basic function is to encourage communication between employees and management concerning safety and health matters. Certified committees provide a way for employees to use their knowledge of workplace operations to assist management to improve policies, conditions, and practices. Their role is basically advisory and supportive; they do not dictate policy or relieve those in authority of their reponsibilities. of their most important functions can be to monitor and evaluate program effectiveness and recommend changes to top management. Committees that are not certified can also contribute to an agency program, and therefore they may also be examined.

The General Services Administration (GSA) and some other Federal agencies have responsibility for their own employees, and for procuring space and products for other agencies. This does not relieve agency heads of the responsibility for the occupational safety and health of their employees. The effectiveness of GSA and other agencies in carrying out procurement responsibilities in 29 CFR Part 1960 may be evaluated

by DOL as a special study, or as part of that agency's safety and health program evaluation. If included in a program evaluation, such services will be addressed as one element of program implementation, and will not be the major emphasis of the report.

D. Program Self-Evaluation

Indication that various program activities exist is not sufficient evidence of a satisfactory program. How well each functions must be determined so the program's quality can be judged and areas in need of improvement can be identified. Evaluation should be built into the program so that data collection occurs continually. To do this, the practical objectives of the program should be clearly stated during the planning process. Indicators of effectiveness should include reduction in injury/illness rates, compliance with 29 CFR Part 1960, and achievement of agency occupational safety and health goals and objectives. Results of the evaluation process should be compiled annually for the agency head's review, and should be reflected in the following year's planning process.

III. SPECIFIC EVALUATION INFORMATION

According to 29 CFR Part 1960, the Secretary of Labor is required to develop and distribute detailed information on DOL's evaluation program. Specific information is addressed below.

For further information, agencies may contact the Director, Office of Federal Agency Programs, OSHA, U.S. Department of Labor, Washington, D.C. 20210.

A. Major Program Elements

The program elements listed in 29 CFR Part 1960 are the minimum elements an effective occupational safety and health program should contain. For the reasons outlined in Section II, the DOL is designating the "major" program elements as:

Top management support, program planning, program implementation, and program evaluation.

B. Evaluation Factors

Factors in determining how well each major program element contributes to overall program effectiveness are based on 29 CFR Part 1960 requirements. The "Program Evaluation Guide" (Appendix A), lists the four major program elements with examples of factors to be considered for each element. Primary emphasis is placed on program outcomes, but compliance with 29 CFR Part 1960 will also be addressed. In evaluating each major element, criteria considered will include:

- o To what extent are the evaluation factors met? Does the agency fail to meet any factors? Does it exceed expectations?
- Is the agency complying with 29 CFR Part 1960 requirements?
- o Is the agency using additional program elements to improve safety and health conditions?

C. <u>Selection of Agencies</u> for Evaluation

Executive Order 12196 requires evaluation of "larger or more hazardous agencies or operations" annually. During Fiscal Year 1983, DOL will develop a system for targeting agencies and operations for evaluation. Office of Workers' Compensation Programs data will be analyzed to determine its usefulness as an indicator of hazardous agencies, operations, and establishments. DOL will inform agency heads of the targeting system when it is developed.

Until the targeting system is developed, agencies will be selected for evaluation using Federal Accident Reporting System data. More hazardous agencies will be defined as: those with lost workday case incident rates higher than the Federal Government average—either for the agency as a whole, or for one or more of its operations.

D. Procedures

Prior to the opening conference at agency headquarters, the Office of Federal Agency Programs will form an evaluation team led by a National Office evaluator. Other team members could include another OSHA National Office evaluator, or an OSHA Regional Office representative. With approval of the evaluated agency, a team member could also be a manager of another Federal agency occupational safety and health program, or a manager of an effective private sector occupational safety and health program.

An evaluation plan will be prepared and transmitted to the agency head with the notification letter, at least one month before the opening conference. Tentative schedules and other aspects of the evaluation plan will be coordinated with the agency. The plan will include:

- Types of documentation that will be reviewed on-site. (Specific documentation will be identified during the onsite review.)
- Special areas of concern, if any, such as specified operations within an establishment, certified labor-management committees, product safety programs, etc.
- A tentative schedule for field evaluations and possible number of locations to be involved.
- A tentative schedule for the opening conference with a closing conference following within 90 days.
- Notification that after agency comments are received, the final report will be forwarded to the President, and will be distributed upon request.

An effort will be made to reduce the amount of time the evaluation team spends on-site. Therefore, program documents will be informally requested before the opening conference, including: Agency organizational structure, policy statements, written program documentation, and statistical analyses that have been issued since the last annual report or are routinely used by headquarters managers to assess the agency's program effectiveness. An informal meeting may also be arranged between team members and the agency occupational safety and health staff to discuss the occupational safety and health program. Program information could include: Strengths and weaknesses, changes since the last evaluation,

new operations, the most serious injury/illness causes, and suggestions for site visits.

The opening conference at agency headquarters marks the official starting date of the evaluation. It will be attended by top management of DOL, top management of the agency, and other personnel invited by the agency. OSHA personnel will explain the purpose of the evaluation, describe the evaluation process and procedures, discuss the sites to be visited, and answer questions from agency personnel. Since the opening conference sets the tone of the evaluation it is important that top managers agree on the purpose and scope of the evaluation.

Discussions with personnel at agency headquarters, regional or other intermediate offices, and establishments allow evaluators to obtain a more complete understanding of the management process fostering the program than would be possible solely through document reviews. Such discussions also allow evaluators to determine if program activities are actually taking place, or if they exist only on "paper."

The headquarters visit will be as brief as possible. Discussions will clarify program documentation previously reviewed by the evaluation team. Evaluators will also review documentation not provided before the opening conference. The length of visits to intermediate offices will vary according to the amount of decentralization of the occupational safety and

health program. Visits to intermediate offices allow evaluators to review the communication process between the headquarters and field. Interviews will be conducted with top management at these levels, as well as occupational safety and health program staff. If a program is strongly decentralized, more emphasis will be placed on how headquarters evaluates intermediate organizational units.

Establishment visits determine if policies and procedures established by headquarters or line organizations are implemented at the workplace. Their purpose is to evaluate the agency program as a whole, not to evaluate specific establishments or managers. Visits will be conducted by an OSHA Regional and/or National Office team which may include OSHA inspectors. The establishment visit will include an opening and a closing conference. Evaluators will review local program information (injury/illness records, policy statements, accident investigations, inspection reports, safety and health committee meeting minutes, etc.). They will also interview program personnel, supervisors, employees, employee representatives, and safety and health committee members to determine the extent of their knowledge about their role in the program, their ability to recognize hazards, their awareness about hazard reporting and their protection from reprisal, and their perception of management attitudes about safety. A standard format will be used for such interviews. A survey of working conditions (not an OSHA inspection) will be undertaken to determine compliance with OSHA safety and health

standards and program effectiveness. Where contractors are used to perform agency functions, the agency's efforts to assure that contractors' operations do not endanger Federal employees will also be addressed. In the establishment's closing conference, the establishment's senior manager or designee, occupational safety and health personnel, and employee representatives will be informed of serious health and safety hazards observed by evaluators.

A closing conference between top management of DOL, top management of the agency, and other personnel invited by the agency will be held at agency headquarters approximately 90 days after the opening conference. The purpose is to informally let agency personnel know what OSHA findings and recommendations are likely to be included in the evaluation report.

Within 45 days after the closing conference, a final report will be transmitted from the Secretary to the agency head. The report will recognize program strengths and significant achievements. When program weaknesses are found, recommendations for strengthening the program will be included. To the extent possible, recommendations for program improvement will be performance-based to allow agencies flexibility. After agency comments are received or the 30 days have elapsed, the report with comments attached is considered a public document. Copies will be duplicated and distributed as requested.

In accordance with 5 USC Chapter 71 (Federal Service Labor Management Relations), agencies must provide copies to appropriate labor unions. The report, with comments attached, will also be forwarded to the Office of Management and Budget and the President.

To the extent that resources permit, OSHA can follow up the evaluation by participating on joint projects to strengthen program weaknesses. OSHA may also periodically review agency progress in correcting program deficiencies either through a letter to the agency head or a follow up visit.

APPENDIX

PROGRAM EVALUATION GUIDE: MAJOR PROGRAM ELEMENTS AND EVALUATION FACTORS

1.0 TOP MANAGEMENT SUPPORT

1.1 Performance Standards

Are managers and supervisors evaluated on their occupational safety and health performance?

1.2 Personal Participation

Does the agency head participate in the program?

1.3 Policy Statements

- a. Have policy statements been issued by the agency head or other managers?
- b. Are employees and managers aware of policy statements issued by the agency head or other top managers?

1.4 Program Documentation

Has the agency developed written program documentation? Are personnel aware of the documentation?

1.5 Designated Agency Safety and Health Official (DASHO)

- a. Has the agency head appointed a DASHO at the Assistant Secretary level or higher?
- b. Is the DASHO's authority recognized by the line organization?

1.6 Resources

Have adequate staff and financial resources been provided to administer the program and correct hazardous conditions?

2.0 PROGRAM PLANNING

2.1 Management Information System

Does the agency use a management information system to identify unsafe and unhealthful conditions?

2.2 Priorities

Are priorities based on injury/illness causal factors?

2.3 Goals and Objectives

a. Does the agency set clear, measurable goals and objectives?

b. Are goals and objectives related to problems identified through the management information system?

3.0 PROGRAM IMPLEMENTATION

3.1 Employee Rights and Involvement

- a. Are employees aware of their rights and responsibilities guaranteed by 29 CFR Part 1960?
- b. Do employees know how to report hazardous conditions?
- c. Are employees aware of written appeals procedures available for their protection from reprisal for exercising their occupational safety and health rights?
- d. Are employees encouraged to participate in the program?
- e. Do collective bargaining agreements include safety and health provisions?
- f. Does the agency consult with employee representatives in carrying out the program?

3.2 Occupational Safety and Health Committees (as applicable)

- a. Do committees meet regularly?
- b. Are minutes of meetings kept?
- c. Do committees include employee representatives?
- d. Does the committee address substantive safety and health issues?
- e. Are hazards eliminated as a result of committee activities?
- f. Do (certified) committees meet 29 CFR Part 1960 requirements?

3.3 Field Federal Safety and Health Councils (as applicable)

- a. Does the agency encourage participation of management and employees in Field Federal Safety and Health Councils?
- b. Are provisions made for employee representatives to attend on official time?

3.4 Training

- a. Are top management officials aware of the requirements of the agency program, the Act, Executive Order 12196, and 29 CFR Part 1960?
- b. Are supervisors aware of their occupational safety and health responsibilities?

- c. Are supervisors aware of agency procedures for investigating allegations of reprisal, and procedures for obtaining hazard abatement?
- d. Do supervisors and employees know where to obtain OSHA standards and agency program documentation?
- e. Have employees and supervisors been trained to recognize the hazards of their operations? In the proper use of personal protective equipment? In safe operating procedures?
- f. Have employee representatives been trained in introductory and specialized courses?
- g. Have inspectors/safety specialists received training on standards, use of testing procedures, hazard recognition, data analysis, etc.? Do inspection reports indicate that they recognize most standards violations?
- h. Have collateral duty personnel and (certified) health and safety committee members been trained in the occupational safety and health program, including the Act, Executive Order 12196, 29 CFR Part 1960, hazard recognition, OSHA standards, and the handling of reprisals?

3.5 Recordkeeping

- a. Does the agency comply with Federal recordkeeping requirements?
- b. Can employees obtain copies of injury reports?
- c. Is a log of injuries and illnesses maintained at each establishment? Is it posted annually for employee review?
- d. Is a supplementary record of injuries and illnesses maintained at every establishment? Is it available for employee review?

3.6 Standards Compliance and Adoption

- a. Does the agency comply with OSHA standards?
- b. Are alternate or supplementary standards in use? If so, have they been developed in consultation with employee representatives? Have they been approved by DDL?

3.7 Inspections

- a. Are all work areas inspected annually?
- b. Has the agency identified high risk areas? Are these areas inspected more frequently?
- c. Are inspectors qualified to recognize hazards for the workplaces involved?
- d. Do inspectors review information such as injury/illness records, previous inspection reports, etc?

- e. Do inspectors question employees and supervisors privately?
- f. Are inspectors provided necessary equipment?
- g. Does the agency assure that private contractors do not expose Federal employees to hazardous conditions?
- h. Do employee representatives accompany inspectors?

3.8 Abatement

- a. Are notices of unsafe or unhealthful conditions posted at the worksite?
- b. Are opening and closing conferences conducted with the official in charge and employee representative(s)?
- c. Does the agency have established abatement procedures? Are they followed?
- d. Are employee representatives given copies?
- e. Are imminent danger conditions abated immediately?
- f. Are abatement plans developed and implemented?

3.9 Accident Investigation

- a. Are thorough investigations made of all fatalities or accidents requiring hospitalization of five or more employees? Is the Department of Labor notified within 48 hours?
- b. Are employee representatives given a copy?

4.0 PROGRAM EVALUATION

4.1 Design

- a. Is the evaluation design thorough?
- b. Does the evaluation include comparison to 29 CFR Part 1960?
- c. Does the evaluation measure achievement of goals and objectives on a periodic basis?

4.2 Frequency

- a. Is evaluation an on-going part of program activities?
- b. Is a report prepared annually for the agency head's review?

4.3 Results

Do evaluation results influence agency planning efforts?